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17. ABSTRACT (MAX. 250 WORDS)

Recommendations are presented with reference to school reorganization and quality integrated education as the result of nine months of intensive study and planning beginning with the issuance in May 1964, of the report of the State Education Commissioner's Advisory Committee on Human Relations and Community Tension. Represented is a synthesis of the current educational program, with planned improvement, and synopses of the separate reports and studies of many different committees; the Committee on the "600" Schools, the Committee on Reorganization of High Schools, the Educational Park Committee, the Junior High School 6-7-8 Committee, the Cabinet Divisional Committee on Integration, and others. They flow as well from the thinking expressed by many parents and civic, community, and civil rights groups during a long series of conferences. Also presented is a table analyzing the ethnic composition of schools from 1958 to 1965.

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NEW YORK --NEW YORK CITY

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MARCH 22, 1965

STAFF BULLETIN

ED001944

Toward Quality Integrated Education:

Blueprint for Further Action

(Proposals for Discussion)

On March 8, the Board of Education made public the proposals of the Superintendent of Schools for further action toward quality integrated education. The Board has invited the fullest possible public discussion of these proposals before it adopts—at a public meeting on April 28—a plan which will include specific steps to be taken in September, 1965.

STAFF BULLETIN is pleased to publish for its readers those sections of the 160-page report that best summarize its total contents.

For the convenience of the school staff and the interested public, the following is the Board's timetable with respect to the report's consideration:

March 5—Board receives report.

March 6—Distribution of report for publication on March 8.

March 8—Publication of report; Acting Superintendent of Schools meets with all superintendents and distributes report with brief explanation; copies of report sent to State Education Commissioner with request that he ask his special committee to review report and comment on same.

March 9—Meeting with chairmen of local school boards at which the Acting Superintendent requests the local boards to hold public hearings in connection with matters contained in the report and give fair opportunity for all community organizations, etc. to be heard.

March 26—Last day for local school boards to submit recommendations and reports to Board of Education.

April 14—Public hearing at Board of Education headquarters commencing at 10 a.m.

April 28—Public meeting of Board for final adoption of a plan.

April 30—Administrative changes to commence in school system.

Throughout this period, the Acting Superintendent and his staff and the Board will meet with interested city-wide parent federations, and professional, civic and other organizations as is mutually convenient.

Excerpts From Preface

THESE RECOMMENDATIONS with reference to school reorganization and quality integrated education are the result of nine months of intensive study and planning, beginning with the issuance in May, 1964, of the report of the State Education Commissioner's Advisory Committee on Human Relations and Community Tension. They represent the synthesis of the current educational program with planned improvements and with certain aspects of the separate reports and studies of many different committees, including the Committee on the "600" Schools, the Committee on the Reorganization of High Schools, the Educational Park Committee, the Junior High School 6-7-8 Committee, the Cabinet Divisional Committee on Integration, and others. They flow as well from the thinking expressed by a great many parents, civic, community and civil rights groups during a long series of conferences.

The recommendations must also be considered with reference to the past activities of the school system in the field of quality integrated education and the many fundamental activities, procedures and problems involved in changing so vast and complex an organization. The projected program must be assessed realistically. Plans must consider such important factors as personnel, organizational structure, demographic projections, and the logistics of transportation and building utilization, as well as the relationships with other city bureaus and departments. But the ultimate criterion must be impact upon the children. At every step of the way there must be a conscientious and objective evaluation of the probable effect of change upon the academic, social and ethical learning of children, and upon their physical and emotional well-being.

Although much has been done, it must also be recognized that even more remains to be done. This report represents, in the judgment of the staff, immediate sound progress toward better education, and sets forth carefully considered policies designed to lead to even greater progress in the future. It is presented with humility in the face of the magnitude of the problems and with faith in the future of public education in New York City.

Office of Education-EEOP
Research and Materials Branch

Bennett O. Stalvey

SUMMARY OF MAJOR RECOMMENDATIONS

(1) Accept the Allen Committee report as the basis of policy.

(2) Accept the four-year comprehensive high school as policy.
- a. Move an additional 17,616 pupils from Grade 8 of junior high schools to Grade 9 of high school.
- b. Move an additional 14,700 pupils from Grade 5 of 102 elementary schools to Grade 6 of junior high school.
- c. Establish John Jay HS (Brooklyn) and Woodrow Wilson Vocational HS (Queens) as comprehensive high schools for ninth grade pupils only, and two pairs of cooperating high schools, Prospect Heights-Clara Barton (Brooklyn) and Jamaica-Edison (Queens).
- d. Revise existing and planned building programs.
- e. Revise admission procedures of special academic high schools so as to give greater weight to potential.
- f. Give to ninth grade high school students services equivalent to those which they would have received in junior high school.
- g. Include sixth grade junior high school students as an integral part of the junior high school organization with full junior high school services.

(3) Move in the direction of a new middle or junior high school as follows:
- a. For reasons of logistics, create new middle schools as Grade 6-7-8 junior high schools.
- b. Try at least one 4-4 organization.
- c. Maintain flexibility to adapt to needs of children and space requirements.
- d. Build new junior high schools to serve Negro and Puerto Rican pupils outside their immediate areas, but convenient to travel.
  1. Maintain junior high schools with high concentration of minority group pupils only to the extent that parents indicate clearly that they wish their children to attend to these schools. For September, 1965, move in this direction by converting JHS 139, Manhattan, and JHS 178, Brooklyn, to other uses.
  2. Reexamine use of JHS 10, Manhattan, and JHS 55, Brooklyn, now under construction.

(4) Organize some educational complexes for September, 1965.
- a. Organize six complexes in September, 1965; one 4-4; three 5-3; and two 6-3.
- b. Grant a maximum amount of decentralization, as outlined by consultants.
- c. Include services for socially maladjusted students within the complexes.

(5) Present to the public for *discussion purposes only* an outline of a plan for an educational park.

(6) Take immediate steps to eliminate short time in the elementary schools.
- a. Accelerate programs of portables, renting, conversions and new building.
- b. Give field superintendents more authority to eliminate overcrowding by intra-district moves which may involve busing.
- c. Give Elementary School Division more authority to move children in over-crowded schools to other schools outside of district.

(7) With reference to improved staffing policies and procedures:
- a. Change method of assignment of elementary school regularly-appointed teachers.
- b. Establish regular licenses for "600" school personnel starting with qualifying examinations.
- c. Formulate procedures for improved staff integration.
- d. Intensify efforts to recruit minority group teachers and supervisors.
- e. Expedite completion of current examination for assistant to principal.

(8) With reference to "600" day schools:
- a. Modernize, replace or abandon all obsolete buildings.
- b. Retain as many pupils as possible in home schools, and establish special classes for this purpose.

(9) Establish enough pre-kindergarten classes to accommodate all disadvantaged children.

(10) Strengthen the Free Choice Transfer Program.
- a. Use area choices to reduce travel time of pupils and equalize building utilization.
- b. Designate More Effective schools as receiving schools for "other" pupils.
- c. Continue to include the option for pupils going from the fifth grade of elementary schools in minority group areas to the sixth grade of junior high schools.

(11) In the expansion of the More Effective Schools Program, give major attention to the development and maintenance of integrated schools.

(12) Require of all teachers and supervisors courses in human relations and contributions of minority groups to American history and culture.

(13) Increase use of materials dealing with human relations and contributions of minority groups to American history and culture.

(14) Expand programs which prepare disadvantaged youth for college and which facilitate placement in college.

TIME TABLE

In the subjoined listings, the specific goal is followed by the target date for completion, with appropriate comment in *italics*.

It seems highly desirable to set target dates for the completion of the decision-making process and of the steps to be taken with reference to policy which has already been established, for the guidance of both the staff and the public. It is obviously impossible to predict with finality the completion date of so complicated an undertaking as a change in organization; it is equally obvious that without such guidance both the staff and the public cannot have a sound basis for evaluation of the process of change.

The target dates below represent the best estimate which can now be made, and there is every intention of adhering to them as closely as possible. Each one represents distinct movement toward an improved pattern of quality integrated education.

(1) Change to four-year comprehensive high school, on single session—1972-73.

It may take less time, depending on use of available elementary or junior high school space and willingness to retain pupils on extended sessions.

(2) Change to 6-7-8 junior high or middle school—1972-73.

Four-year middle school is not ruled out. If movement were in this direction, change would take more time.

(3) Open zoning for high school students—1970-71.

Begin in September, 1965, with pupils entering ninth grade of high school from junior high schools with 85% or more Negro/Puerto Rican pupils.

(4) Construction of new junior high schools outside areas of minority group concentration to serve pupils from many communities—1972-73.

Depending upon support in minority group areas, this change may be begun in September, 1965, or earlier and will be meshed with other changes in the building program.

(5) Extension of pre-kindergarten classes to include 30,000-40,000 disadvantaged children—1970-71.

This assumes an average annual growth of between 4,600 to 6,600 pupils between 1966 and 1970.

(6) Elimination of short-time instruction in elementary schools—1967-68.

More than half of this short-time instruction should be eliminated by September, 1965.

(7) Decision with regard to extension of complexes—December, 1966.

This will allow time for implementation in September, 1967.

(8) Decision with regard to educational parks—June, 1965.

Decision will follow public and professional discussion.

(9) Improved ethnic distribution of teaching and supervisory personnel—June, 1965 (continuing).

Procedures for improvement will be begun in September, 1965, and will be evaluated in June, 1966, with a view to further progress.

(10) Required courses in human relations and contribution of minority groups to American history and culture—September, 1966.

Efforts will be begun immediately and may require state action as well as consultation with public and professional groups.

(11) Substantial increase in use by schools of textbooks, library books, films, and other supplementary materials related to human relations and the contributions of minority groups to American culture—September, 1965 (continuing).

The groundwork for this increased use was laid during 1964-65. These efforts will be continued.

(12) "600" day schools:
- a. Modernize, replace or abandon all obsolete "600" school buildings—1972-73.

  The first new "600" school will open in October, 1965.
- b. Establish additional classes in home schools to retain as many pupils as possible—1965-66 (continuing).

  Two hundred additional special classes are requested for these pupils in home schools *for 1965-66. Expansion will continue as quickly as desirable and possible.*

6-7-8 Junior High Schools

APPENDIX F-1

(Major Recommendations in the 6-7-8 Junior High School Committee Report to the Superintendent of Schools)

Major recommendations for implementation during the school year beginning in September, 1965, appear in roman type.

Some procedures suggested in connection with implementation of each of these recommendations appear in italicized type.

(1) The 6-7-8 junior high school should be recognized as a secondary school similar to the 7-8-9 junior high school in program, curriculum, procedures and practices.

Appropriate steps should be taken to have the sixth grade in these 6-7-8 junior high schools designated as an integral part of the secondary school by the New York State Commissioner of Education, New York State Legislature and New York City Board of Education.

All 6-7-8 junior high schools should be an integral part of and responsible to the Junior High School Division.

(2) For September, 1965, the present curriculum established for sixth grade should be used with appropriate modifications and adaptations.

The Office of Curriculum and Evaluation with the assistance of representatives of appropriate bureaus and school staffs will develop curriculum guides for adapting curriculum and selecting, developing and using materials of instruction. Special attention should be given to the curriculum in foreign languages, mathematics, language arts, science, library, industrial arts, music, art and home economics. Additional funds should be made available to provide adequately for purchase of needed materials of instruction. Appropriate materials should be transferred when desirable and practicable, from elementary schools converted to K-5 organizations.

(3) The instructional program for sixth grade should be departmentalized, and sixth grade pupils should generally be scheduled and moved as class groups.

Some modifications may be necessary to meet special pupil abilities and needs. For example, it may be necessary to limit the number of different teachers that sixth grade pupils must meet.

(4) Present policies of school placement and promotion will be continued.

Standards for promotion from Grade 5 to Grade 6 in elementary schools should apply whether Grade 6 is in an elementary or junior high school. The same would apply to pupils moving from Grade 8 to Grade 9 whether Grade 9 is in a junior or senior high school.

(5) The two-year Special Progress course should be eliminated in all junior high schools beginning September, 1965.

Opportunity will be provided for pupils who complete the first year of this course to complete the second year during 1965-66.

(6) The three-year enriched Special Progress course should be made available to qualified sixth grade pupils in 6-7-8 junior high schools.

Standards for admission have been established for all pupils being transferred to 6-7-8 schools whether currently in fifth grade I.G.C. (Intellectually Gifted Child) classes or not.

(7) Special Guidance classes should be established to provide for pupils from elementary Junior Guidance classes and others with similar needs.

Registers of these classes should not exceed 15 pupils. These classes should serve the needs of disruptive, emotionally disturbed and socially maladjusted pupils which cannot be met in Career Guidance classes. Pupils should remain in these classes only for as long as is necessary; they should be returned to regular classes as soon as they can maintain themselves.

(8) Normal hours for junior high schools should be maintained.

Maximum use should be made of the school building

Ethnic Composition of School Register

Year	Puerto Rican		Negro		Others	
	No.	%	No.	%	No.	%
*1964-65	190,465	18.2	286,401	27.3	567,755	54.5
1963-64	179,223	17.1	267,344	25.6	598,987	57.3
1962-63	169,493	16.5	246,336	24.0	611,599	59.5
1961-62	162,235	16.1	228,592	22.8	613,438	61.1
1960-61	153,697	15.6	212,006	21.5	620,976	62.9
1959-60	146,432	15.0	197,517	20.2	633,582	64.8
1958-59	137,074	14.2	184,985	19.0	654,806	66.8

*Census taken January 15, 1965. For all other years, census taken October 31.

January 15, 1965

City-Wide	Number of Pupils				Per Cent of Total Register			
	Puerto Rican	Negro	Others	Total	Puerto Rican	Negro	Others	Total
Elementary	122,187	177,603	290,290	590,080	20.7	30.1	49.2	100.0
Junior High	39,472	58,942	112,344	210,758	18.7	28.0	53.3	100.0
Academic	17,613	36,185	144,926	198,724	8.9	18.2	72.9	100.0
Vocational	9,316	10,984	18,126	38,426	24.2	28.6	47.2	100.0
Special Schools	1,877	2,687	2,069	6,633	28.3	40.5	31.2	100.0
GRAND TOTAL	190,465	286,401	567,755	1,044,621	18.2	27.3	54.5	100.0

but the school day should not be extended as in the senior high schools.

(9) Teachers' schedules should be the same for a 6-7-8 junior high school as exist in the present junior high school organization.

Additional positions should be provided so that equivalent conditions apply for 6-7-8 junior high school teachers as apply in 7-8-9 schools. Within the 6-7-8 junior high school, teachers' schedules should be equivalent for all grades.

(10) Through resolution, by-law or other appropriate means, all junior high school teaching licenses should be made valid for Grade 6.

Interdivisional movement of staff should be kept to an absolute minimum. Vacancies in 6-7-8 junior high schools should be filled by teachers licensed in the junior high school subject areas.

(11) Teachers should be assigned to sixth grade classes in the same fashion as to other grades and in accordance with established Board of Education policy. Teachers who are to teach the sixth grade should be selected as early as possible so that they may participate in a voluntary training program.

Early assignment and training of sixth grade teachers will enhance staff morale.

(12) Program for training and professional growth of sixth grade teachers and supervisors in 6-7-8 junior high schools should be started in May, continue through the summer and be resumed in September, 1965.

In addition to the usual on-the-job training techniques, a voluntary workshop should be conducted for teachers designated for sixth grade classes in 6-7-8 junior high schools. These workshops should be conducted outside of school hours during May and June and should include curriculum development and adaptation as well as activities involving the development of instructional and evaluative materials. Compensation should be provided for teachers and supervisors conducting or participating in these workshops. Teachers of sixth grade classes should also be encouraged to apply for N.D.E.A. summer institutes in science, mathematics and foreign languages, especially planned for elementary school teachers.

(13) Additional teaching and auxiliary services should be provided in junior high schools being converted to 6-7-8 organizations.

Because of the turnover of four grades—6-7 coming in and 8-9 going out—a total of 80 substitute secretarial days should be provided in each of these schools during the peak periods in May and June, and September and October, 1965. Each of these schools should receive 20 additional hours per week of school aide services so that teachers of sixth grade classes may be relieved of administrative duties for two periods per week to be used for appropriate professional activities.

To provide additional guidance and counseling service that will be needed, 40 substitute teacher days should be allowed these schools in May and June, 1965.

An additional reading position should be assigned to 6-7-8 schools for corrective reading services for children and for assisting teachers of all subject areas with reading methods and materials in their specific curriculum area.

(14) In the assignment of newly established positions for chairmen, the 6-7-8 schools should be given priority.

To the extent that the budget will allow, "acting chairmen" should be assigned in September, 1965, pending the promulgation of lists.

'600' Schools

APPENDIX L-1

(Major Recommendations in the "600" Schools Committee Report to the Superintendent of Schools)

Major recommendations for implementation during the school year beginning in September, 1965, appear in roman type.

Some procedures suggested in connection with implementation of each of these recommendations appear in italicized type.

(1) Expand existing services and special classes for emotionally disturbed and socially maladjusted pupils in regular schools to make possible the retention of a maximum number of such pupils in regular schools in local areas.

Establish 50 additional Junior Guidance classes in elementary schools and 50 additional Career Guidance classes in junior high schools. Establish Early Identification and Prevention Program in 20 additional elementary schools, and expand to the maximum that city, state and federal funds will allow, the work-study programs and remedial, guidance and clinical programs in junior and senior high schools. Establish 60 Special Guidance ("citizenship") small, open register classes for less severely disturbed pupils in elementary schools and 40 such classes in junior high schools.

(2) Strengthen the total educational program for emotionally disturbed and socially maladjusted pupils by placing "600" day and institutional schools under the direct supervision of the field superintendent in whose area they are located. Strengthen programs and procedures within each district to insure a closer working relationship between "600" schools and regular schools before the pupil is placed in the "600" school, while he is in the "600" school and after his return to the regular school.

All instructional and other services made available to regular schools by district offices under the direction of the local assistant superintendent would be provided for "600" day and institutional schools located in the respective areas. The bureaus would perform a staff service function for schools and special classes in the city and supervise only classes in institutions located outside the city limits.

(3) Strengthen the professional competence and effectiveness of "600" school personnel by improving status and salaries by increasing promotional opportunities, by expanding staff, and by providing, with the help of the colleges, additional pre-service and on-the-job training programs.

Establish regularly licensed "600" school positions for principals, assistant principals and teachers with appropriate experience and course requirements and a qualifying rather than open competitive examination. Establish special procedures for licensing teachers and supervisors currently serving satisfactorily in "600" schools. Establish salary schedule of principals and assistant principals in these schools equivalent to that of parallel positions in elementary schools. The salary schedule of teachers in "600" schools should be the basic *salary plus 10% of that basic salary.*

Increase positions in proportion to enrollment in each "600" day school to provide the following:

Principal, two assistant principals, two school secretaries, two guidance counselors, a 25-5-5 teaching program, maximum class size of 15 in home room classes, and average of 10 in instructional classes and groups. Include in this teacher allotment specialists in music, art, industrial arts, science, health education, home economics and library. Supportive services should be allotted to include a full-time psychologist, social worker, attendance teacher and school nurse, as well as, part-time services of psychiatrist, physician and dentist. A new position should be created on a "certificated" basis for a qualified "youth worker" in each school.

(4) Strengthen procedures for more effectively adapting the regular school curriculum to the very special individual interests, needs and abilities of "600" school pupils, placing as much stress on *how* these pupils learn as on *what* they learn.

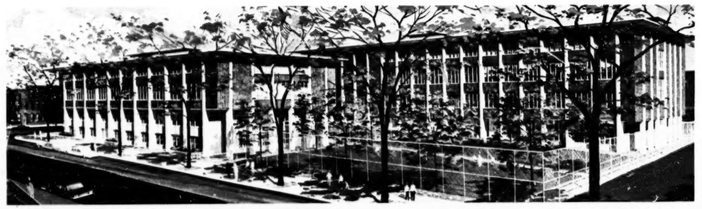
The Office of Curriculum and Evaluation with the assistance of members of the appropriate bureaus and school staffs will develop a curriculum guide to assist teachers in adapting and modifying the regular school curriculum. The regular school curriculum must furnish the basic framework because the goal must almost always be to return a maximum number of these pupils to the regular school. The curriculum guide will spell out more clearly for the "600" school teacher, the methods, techniques, materials and procedures to be used in working with these pupils toward objectives similar to and different from those established for pupils not handicapped by emotional disturbances and social maladjustments.

(5) Provide additional clinical personnel to strengthen further the established program for screening pupils *into* and *out of* "600" schools.

If the supportive services mentioned above in Item (2) are allotted as suggested, the otherwise very sound screening procedure established in 1961-62 can be very effectively implemented. It should also be noted that when the field superintendent supervises both the "600" school and the regular school from which the pupil is transferred and to which he is returned, the entire program of admission and placement can be more effectively coordinated and followed-up. It is also expected that the additional clinical staff in cooperation with district office personnel will be more helpful in identifying

New Buildings for '600' Schools

PS 615, Bronx (Designed by Bureau of Design)



PS 615, Brooklyn (Designed by Richard W. Snibbe)

Planned replacement of antiquated buildings now housing day '600' schools has high priority in Board of Education construction schedules. First two schools in program, one in Bronx and other in Brooklyn, have same numerical designation, PS 615, and cost $1,700,000 each. Bronx project is now in construction and expected to be occupied by end of year. Contracts for Brooklyn unit were awarded by Board at February meeting. Each unit is planned for 250 pupils in grades 4-9, and is completely fitted with classrooms, shops, special rooms, auditorium and gymnasium. Approximately 5,000 socially maladjusted and emotionally disturbed children attend 29 schools in '600' school program.

Additional Cost of Recommendations Over 1965-66 Budget Request

RECOMMENDATION	SUB-TOTALS	ADDITIONAL TOTAL COST	OFFSET	NET ADDITIONAL COST
Ninth Year in High Schools		$15,622,299		$15,622,299
Grades 6-7-8 in Junior High Schools		5,128,900	$1,611,999	3,516,901
"600" Schools and Special Classes		5,974,742	270,000	5,704,742
Complexes (6)		536,157		536,157
Elementary, Kindergarten and Pre-Kindergarten:				
Rental of Space	$ 100,000			
Alterations to Rented Space	200,000			
Cost of Portables (139)	2,200,000			
Structural Changes for Kindergarten and Pre-Kindergarten	744,000			
Furniture for Pre-Kindergarten	43,400			
Junior Guidance and Special Guidance Teachers	841,650			
Free Choice Program (School Aides and Transportation)	517,500			
Possible Conversions, e.g. PS 178, Brooklyn	250,000			
SUB-TOTAL: Elementary, Kindergarten and Pre-Kindergarten		4,896,550	2,274,425	2,622,125
GRAND TOTAL		$32,158,648	$4,156,424	$28,002,224

Every effort will be made to obtain these funds from city, state, federal and foundation sources, and some steps have already been taken in this direction.

and arranging for institutional placement of pupils too severely disturbed for assignment to "600" day schools.

(6) Accelerate "600" day school construction program to replace or substantially modernize all existing buildings. Pending the completion of these programs make as many temporary improvements as possible and practicable during the coming school year.

Make an immediate building survey to ascertain what improvements can be made in "600" day schools where the expenditure would not be unwise because of the age of the structure and assign necessary priorities to insure action as early as possible in the new school year.

In the "600" Schools Building Program for 1965-66, the following are scheduled:

New Buildings Under Construction

PS 615, Bronx, to be completed for October, 1965, replacing old PS 615, Bronx.

PS 615, Brooklyn, to be completed for September, 1966.

Buildings in Various Planning Stages

PS 622, Manhattan, a replacement of old PS 622, Manhattan, to be under construction in 1966 and completed for 1968.

PS 626, Manhattan, a conversion of old PS 9, Manhattan, to be completed for September, 1966.

PS 616, Brooklyn, a modernization, to be completed for September, 1966.

PS 624, Manhattan, a modernization, to be completed for September, 1966.

(7) Establish an Advisory Coordinating Committee to enlist all appropriate social, civic and government agencies in a determined, continuing effort to expand existing facilities and to create new resources *in* school and *out* for the effective rehabilitation of severely emotionally disturbed and socially maladjusted children and youth.

This committee should be organized and conducted by the Division of Child Welfare.